

CPAC Newsletter

What Advance Planning for Housing?

Public money, which is now made available in Canadian municipalities for housing development under Section 35 of the National Housing Act, is money which should be well spent. Upon this it would not be difficult to get agreement. The further problem is how this can best be accomplished, what safeguards are necessary.

A year ago the President of CPAC wrote to the Hon. R. H. Winters, expressing the Association's stand upon this question. Mr. Clark said that "federal aid could ultimately be provided only in those communities having overall physical planning procedures approved by the appropriate authorities; and that after a specified date such approved plans should be a condition precedent to federal aid".

Official agreement with this view is indicated in the words of the President of Central Mortgage and Housing Corporation. Speaking to Canada's Mayors in Saskatoon this summer, Mr. Mansur said that "The developments financed with public funds should surely be models of good community planning and we must endeavour to make these developments as desirable as possible in order to protect our joint investment. For this reason, I think that proposals for developments to receive governmental aid should be an integral part of the process of community planning."

The way in which this idea may be carried out in Canada can perhaps be foreseen from the directives recently issued by the American authorities on this matter.

The Housing and Home Finance Agency in Washington advises that: "The requirements and objectives of a National Housing Policy, as set forth in the Housing Act of 1949, make it abundantly clear that local slum clearance and urban redevelopment projects assisted under this Act are to be planned and carried out within the framework of an effective community planning program." Three basic parts are needed in a basic plan in order to secure HHFA approval. The first includes *plans* for physical improvement (land use plan, traffic plan, etc.) The second part consists of *programs* for development and redevelopment, including public improvements, slum clearance and redevelopment. The third component is the set of *regulatory* measures such as zoning and subdivision by-laws for guiding private development along prescribed lines.

Decentralization of Industry

We note that at the annual meeting of the Canadian Chamber of Commerce in Banff, delegates approved a resolution which termed decentralizing of industry as desirable for reasons of economy, efficiency and public relations.

Too often dispersal has been spoken of only in a negative sense—as a defence measure. There are other and more valid reasons for pursuing such a policy. Broadly, the experience of management is that more effective industrial team-work can be built up in a community that is convenient and pleasurable for the workers and their families. To maintain these conditions in metropolitan centres is proving more and more difficult.

Many factors enter into the decision to locate in a particular town. The industrialists will want a full range of services not only to operate and protect their plant, but also to hold out prospects to their intended employees of being able to live something like a good life. If the amenities are not all developed, the industry will seek at the very least for a municipal plan and program to develop them. We are told that British firms considering establishment of Canadian Branches almost invariably ask to see the Official Plan for the towns under discussion. They hope, with justification, to set up a long range program with some confidence as to what the future will bring.

Section 35 One Year Later

A year ago this month, the federal government incorporated a new clause to the National Housing Act: Section 35. The purpose of this amendment was to assist municipalities in initiating large well laid-out housing developments for sale or rental to persons whose needs could not be met solely by private developers.

Since a three government scheme was envisaged, nothing could be done under Section 35 until the provinces had introduced complementary legislation. This has now been done by all provinces except Alberta, Nova Scotia, and Prince Edward Island.

In five provinces, agreements have been or are being concluded between local authorities and the senior governments for housing projects under this legislation. A summary of these agreements is to be found on page 3 of this Newsletter.

Press Digest

VANCOUVER—The big news item from this city is the approval given by City Council to the creation of a single housing authority of three members to administer all joint housing projects (federal-provincial-municipal) in the Greater Vancouver area. The three man board will be named by the Provincial Government, which first made the suggestion. The authority will have full say on occupancy and will be responsible for general management and maintenance of the housing units. Two projects will be handled immediately by the board: the low-rental development at Little Mountain (see Page 3) and a converted wartime rental-scale scheme in North Vancouver City. Provision is made for enlarging the board should other municipalities enter into housing agreements.

A \$30,000 job of laying out 20 acres of parkland at the Renfrew Housing development is underway. Streets in Renfrew are set far apart, leaving broad empty spaces between the backs of lots. These protected areas will become parks and children will simply go out the back door and across the lane if they wish to play, thus avoiding busy front streets.

D. E. McTaggart, K.C., former Corporation Counsel and an authority on municipal law, has completed a draft of a new City charter, redefining all the city's rights, privileges and powers. The draft now goes to Council, which can change it in any desired way before submitting it as a bill to the spring session of the provincial legislature. That body in turn will have final say on how much of the charter becomes law.

PORT ALBERNI, B.C.—has decided to set aside land for park use and will prepare a bylaw for this purpose. Such action taken in other communities has proven itself valuable in planning terms, as it allows a community scope for integrated development and provides space for activities which may become popular in a particular place. In other words, the community can decide at some stage that it wants a playground or a community centre or a park. Often there is no suitable location but by reserving areas in advance, the community can later utilize land to the best advantage.

BURNABY—This rapidly growing town has moved to block the sale of the last remaining municipal property comprising 23 acres. A motion to reserve the site has passed City Council. Previously an oil company had been negotiating for the property.

NEW WESTMINSTER—The Royal City, too, is facing a crisis in respect to land available for industrial and residential development. Mayor Sangster says that the city will survey all city land to see that it is used to the best advantage. At present it is developing its last large subdivision.

EDMONTON—While the Detwiler 'Miracle Mile' scheme has been killed, it is still possible that this city will have a civic centre. City Council has the right until March 31st, 1953, to negotiate any proposal of a like nature for development of its civic centre as long as public services offered are commensurate with any concessions offered by the city. The fact that 60% of the burgesses approved the Detwiler scheme (a two-thirds majority was required) would indicate a sentiment in favour of such a development. Opposition seems to have concentrated on the tax privileges sought by the American firm. Burgesses also exercised restraint on money by-law votes. Eight out of ten were approved but a \$500,000 sum needed for the added cost of conversion of the high level bridge was turned down. Such a project is meant to be an immediate solution of Edmonton's cross-river traffic problem.

City Council has passed the important interim development by-law with two changes. The rewritten by-law provides for appeal to a Development Appeal Board on all re-zoning proposals. It also allows appeal to the provincial planning advisory board in cases where the proposal has been initiated by a private person, approved by the town planner but rejected by the Development Appeal Board and City Council.

A 25-acre apartment building centre known as Strathcona Heights is being prepared for occupancy here in Edmonton. The finished project will consist of 52 two-storey apartment buildings and

will embody a modern shopping centre, school, church facilities, parks and recreational areas. Permit value for building in Edmonton reached \$42 millions in mid-October, \$2 millions above 1949's all time record total.

Canada's first major crude oil pipeline is now in operation. The line runs for 1,127 miles from Edmonton to Superior, Wisconsin, on the Great Lakes. Oil will be shipped from this point to eastern Canadian centres. When the system is in full operation next spring, the pipeline will move 95,000 barrels of crude oil out of Edmonton daily.

That Alberta is a potentially rich and rapidly expanding province is old news now. However, new evidence of the province's industrial growth has been given by Hon. A. J. Hooke, minister of economic affairs. Mr. Hooke reports 75 newly established industries in Alberta this year. The total value of manufactured goods in the province will probably reach \$500 millions—\$50 millions more than last year and \$100 millions ahead of 1948 production. Allowing for a difference in dollar value, it is nonetheless an impressive figure.

DEVON—Oil has acted as a catalyst in the expansion process and contingent with the development of new oil fields, has come the problem of providing shelter and entertainment for the army of workers. They must be accommodated either in old towns with easy access to the oil fields or in new towns carved out of prairie farmland. Two of the latter, Redwater and Devon, show how different the new towns can be. Redwater has simply grown, and as can be expected it is a sprawling, boisterous town with a large collection of trailers and leantos. Devon, which sports a sign reading "Devon—Canada's Model Town," is a consciously created community with shops, homes and play spaces laid out to combine efficiency with beauty. The *Globe and Mail's* Ken McTaggart visited the town recently and wrote an interesting piece about it.

When it became evident that the Leduc area would become a major oil-producing spot, plans were made for the creation of a town by Imperial Oil Co., a large shareholder in the Leduc field. A name was chosen, then Devon Estates were formed and from the east came a town planning consultant. Engineers surveyed the area and helped to lay out the streets and parks—all of this in collaboration with the provincial Town Planning Commission. Devon Estates then discussed plans with Central Mortgage and Housing Corporation, arranged for long term financing and began building houses. The town was divided into zones in which A and B houses could be built. Lots for park space, school, church, hospital areas and playgrounds were included. Now the fruit of the labour and thought can be seen. The residents, according to Mr. McTaggart, like it, and rate it a good place to live, which is to our knowledge the best criterion available for judging a community's worth. Perhaps Redwater people feel the same way about their town, but somehow we doubt it. (It might be noted that this is a further example of successful town planning where the land was in single ownership.)

WINNIPEG—Zoning problems have kept City Council busy—and provided members with a large public gallery composed mostly of irate home-owners. Trouble began when residents close to an area designated as industrial under the new zoning by-law of last spring became aware of the implications of the law. They protested vigorously and seemed to have won; the area has now been redesignated as residential—but the Manitoba Telephone System had, under the former provision, bought a block of land and officials say they intend to build on it. Council is powerless since the land has become crown property and is to be used for a public utility—over which there is no control, even in the new by-law. The impasse, it would appear, can only be overcome by informal talks between the interests concerned.

Alderman J. Penner has introduced a motion before City Council in which he asks that 1,000 low-rental houses be erected annually through the co-operation of the provincial and municipal governments. He further stated the belief that rents be one-fifth of total family income; that the remainder of cost be covered by a rent subsidy; that the city provide the land as its share of the cost of such projects, and that a housing authority (see Vancouver) be appointed to administer the scheme.

Work on dykes for a greater Winnipeg flood defence system is being rushed. It is expected that all the earth dykes will be up before frost halts activity. The winter can then be devoted to other phases of the scheme in readiness for any emergency comparable to that of the past spring.

New Housing

— under Section 35

Through amendments made in December 1949 to the National Housing Act, municipalities, which are in a good position to judge their housing needs, may seek Federal and Provincial financial aid for proposed developments. Assistance will be given (1) for the development and servicing of residential land which can then be sold to builders and home-owners, (2) for direct construction of housing, for sale or rental, for the benefit of any part of the population whose needs cannot be satisfied by private developers.

THE BOX SCORE

Here is a list of cities which have taken advantage of Section 35 provisions.

Type 1—land assembly schemes: OTTAWA
ST. THOMAS
LONDON
WINDSOR

Type 2—low rental schemes: ST. JOHN'S
VANCOUVER
SAINT JOHN

Under consideration: KINGSTON, ONT.
REGINA, SASK.

The initiative in these agreements must come from the municipality. Complementary legislation has been passed (therefore agreements are possible) by all the provinces except Alberta, Nova Scotia and P. E. I.

A study of the Ottawa land assembly project was made by the CPAC Branch in that city. A résumé of their findings will be found on the back page of this Newsletter.

Press Digest

The Manitoba Urban Association has submitted a brief to the provincial cabinet in which it requested representation at the Dominion-Provincial Conference at Ottawa in December. The Association expresses the view that a rearrangement of responsibilities is necessary at a time when expanding services are placing an ever greater strain on local government which has only the taxation of real property as a major source of revenue.

FORT WILLIAM—The Department of Lands and Forests is conducting an educational campaign on the meaning of conservation. A series of 20 picture panels, showing wild life, plants and a forest fire are being distributed here for use amongst 17 rural schools. Illustrated talks by members of the Department are also being given.

BRANTFORD—The urgent need for building sites for industrial and residential expansion has resulted in annexation talk here. There will likely be discussions with the Township Council and the Brantford and Suburban Planning Board in an effort to find a mutually acceptable solution.

LITTLE MOUNTAIN PROJECT

This is one of the two low-rental agreements concluded to date under Section 35. Plans for the 200-unit apartment-style project in the Vancouver's Little Mountain area were finalized after discussions with federal and provincial authorities. Construction is expected to start in the spring.

16 acres have been purchased, 7 for the actual development and 9 left free for later use as needed. Two and three-storey blocks are grouped around the perimeter of an L shaped site, the area between the arms of the L forming garden and play space free of traversing streets and lanes.

The capital costs of the project will be borne by Federal and Provincial governments in a 75:25 ratio. Operating losses, if any, will be shared 75:12½:12½ by Federal, Provincial and City governments. There is no cost to the city for servicing land aside from bringing the water mains up as far as the boundaries of the property.

There will be 20 three-bedroom apartments, 80 of two bedrooms, 80 of one bedroom, and 20 bachelor apartments. Rent will be approximately \$25 a month—which includes cost of utilities, and will be adjusted according to income and size of family with the proviso that minimum rent be \$20.

The project will be administered by the new three man Metropolitan Housing Authority to be appointed by the British Columbia government in consultation with CMHC and the municipal governments concerned.

Approval of the agreement has been voiced by many. Constructive criticism so far offered is that some private open space is desirable in addition to community play areas, and that the proportion of three-bedroom units (10%) is too small.

TORONTO—A small lot on a shabby east-end street is the home of Toronto's first "playville"—an experiment in co-operative recreation. The idea began in the United States, where in a number of cities, residents of poorer districts began pooling their spare space and setting up parks and playgrounds. Called yardvilles, there now are 400 such schemes in operation there. The Polaris Foundation here, a social work group, picked up this idea and passed it on to the Junior Board of Trade. This body swung into action and created a "playville" which is now a well equipped recreational area.

The \$950,000 school for crippled children will apparently be located on 4 acres of land in North York township. The site will cost some \$50,000. The local CPAC Branch here had asked for a central location and prepared a brief on the question.

The Board of Control has accepted a recommendation passed by the Works Committee that the city acquire lots on the fringe of the downtown area—each capable of holding 500 automobiles.

City Council finally ruled that the outer boulevards of University Avenue be planted with maple trees. Controversy over the question has engaged many citizens and surprised those who had accustomed themselves to citizen apathy on many questions. Some experts had recommended lindens, but public opinion favoured maples. City Council agreed and maples it will be.

Press Digest

OWEN SOUND—The most apparent need in the way of housing accommodation, it is now generally agreed, is for the lower income group in Canada. Among this group, the position of persons on fixed incomes such as old age pensioners is often particularly serious. It was for these 'senior citizens' that the City of Owen Sound, Ontario, decided to do something.

Under existing legislation, the municipalities cannot go directly into the housing business. The city sought a way out of this difficulty by creating a limited dividend company known as the Owen Sound Housing Company, which was to act on behalf of the city. This is generally called "the local housing authority." There are five men on the authority, two Council members and three prominent citizens.

Their first move after exploratory discussions, was to conclude negotiations for a loan from Central Mortgage and Housing Corporation amounting to 90% of the cost of the proposed housing project. The balance, plus costs of lands and services (estimated at \$6,000), was raised by the municipality, which then purchased stock in the Owen Sound Housing Company to the extent of the 10% equity money and that needed for lands and services.

The project when completed will consist of five apartment buildings of eight suites each and cost for this alone will be \$200,000. The buildings are spaced over a semi-circular site; each building having its own garden plot at the rear with a landscaped lawn in front.

There are single and double apartments equipped with such amenities as tiled bathrooms, built-in kitchen cupboards, electric rangette and icebox.

Three groups of people can gain admittance upon application. There are (1) old age pensioners, (2) veterans on partial pension, (3) widows on mothers' allowance.

OTTAWA—There has been some indication of unrest among builders and investors over the implications of defence preparations for the Canadian economy. The September *Review* of the Bank of Nova Scotia provides a well reasoned explanation of the situation. "To give an idea of the relative magnitude of the prospective increase of some \$600 millions in defence outlays," says the *Review*, "it may be pointed out that the added amount is equivalent to 5½% of the current rate of personal spending, or to 16% of the current level of investment outlays including those for housing and by government, or, to take a combination of both, to 3% of personal spending plus 8% of investment outlays. These are not proportions of large magnitude, particularly in a country which is growing, nor are they large enough to suggest any radical alteration in the structure of the economy. The resources, the capacity, and the manpower are there to do the job with comparatively limited impact on civilian production."

The *Financial Post* has published figures showing that the different Governments extracted \$3600 millions from Canadian taxpayers last year. The federal authority received 67% of the total take, 20% went to provincial governments, while the remaining 13% went to Municipal governments. A decade ago the corresponding tax take was \$1064 millions, of which the federal government got 50%, provincial 22%, and municipal 30%. Thus while municipal financial responsibilities have increased, the municipalities now receive a much smaller proportion of total money available. Comments the *Post*—"The basic laws under which we are now fumbling were designed for a society very different from today's. Continuing with the present system of chronically money-starved municipalities . . . doesn't make sense."

Some further statistics released by the Taxation Division of the Department of National Revenue show Barrie, Ont., well in front in the percentage of investment income to total income. For Barrie, this is 24.6%. Brockville and Victoria, B.C., have 12% ratios, while on the other end of the scale, Sault Ste. Marie and Hull, Que., show a ratio of less than 1%.

Figures released by Central Mortgage and Housing Corporation and the Dominion Bureau of Statistics reveal a relatively high rate of housebuilding activity across the nation. In the first half of the current year, 62,300 units were under construction, 10% above that of a comparable period in 1949; starts at 41,800 showed a 4% increase. Multiple unit construction comprised a greater proportion of total completions than in the first half of 1949 but seems to have consisted largely of apartments built in Quebec province (4,211). Quebec also constructed a large number of 2-family detached dwellings (2,998). Elsewhere the single family detached house remained standard accommodation. Publicly initiated housing increased from a '49 first half total of 1,612 to 1,886. There were 7,802 such completions last year.

Commitments under the Canada-United States Industrial Mobilization Pact may, however, change the picture somewhat in some fields of construction. There has been talk in the capital of compulsory controls on such materials as steel, nickel and aluminum.

MONTREAL—If present industrial expansion continues, there are indications that the whole island will soon become a vast industrial area, with a population of around two million. City engineers are therefore making plans to double the city's water supply system from its present capacity of 170,000,000 gallons per day. Projects will cost the city \$15 millions.

QUEBEC—A proposed housing project in the Sainte-Foy area near University City is under consideration. Through the actions of the CPAC group here, the municipality has endorsed the project which if realized would give the Ancient City 300 additional houses in a well-planned layout. To carry through the scheme on a three-government level, will require co-operation from the Quebec Government, which has not to date acted upon its enabling legislation complementing Section 35 of the National Housing Act.

GRANBY—City authorities here are agreed that expansion will likely continue, and that forethought is necessary if such expansion is to be on orderly lines. To help attain this result, the City has set up a Planning Commission and given it the task of preparing an Official Plan.

ST. JOHN'S—Several Newfoundland municipalities seeking funds for public utility schemes will benefit by recent Provincial Government approval of plans to raise a total of \$330,000 for capital expenditure. The Government will guarantee the principal and interest, which the towns involved will have to raise. The Town Councils have agreed to bear jointly with the Government the responsibility involved in launching a program of development of their particular area.

SAINT JOHN—Speaking before the Municipal Finance Officers Association, E. Roydon Colter, Executive Director of the City of Saint John, said that a sound workable budget depends upon the preparation of a long term Financial Plan. To prepare such a plan, he continued, all important improvements embracing the public needs in the way of health, protection of persons and property, education, etc., should be set forth in their relative degrees of necessity with the view of equalizing the financial demands made on the community.

HALIFAX—Mayor Kinley of this city has come out in favour of low-rental housing which has been advocated by many citizens in Canada's senior city. A three-government co-operative slum clearance and development program, similar to that in St. John's, Newfoundland, has been broached. If not feasible, Halifax may set up a separate company which can then obtain 75% of the cost from Ottawa on condition that the municipality erect dwellings on the sites cleared.

The mayor has also asked Departmental heads to prepare reports on operational costs so that the City will be in a position to present a strong case to the Provincial Government when it raises the question of a fairer distribution of provincial tax money.

Action on the construction of the proposed Halifax harbour bridge (see August *Newsletter*) awaits provincial approval. The City says that it wants the bridge, and Federal spokesmen say that they will not place obstacles in the way.

AMHERST—Demand for housing accommodation has led Town Council here to appoint a special committee to investigate the situation and make a report with recommendations.

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Metropolitan Council for Halifax?

In view of discussions being carried on in many Canadian cities over the question of annexation or some suitable alternative which would ensure an efficient and responsible form of government for metropolitan areas, a report recently submitted to the Nova Scotia Government by the Municipal Bureau of the Dalhousie Institute of Public Affairs is of particular interest.

The report stated that for the Halifax area, "the fringe communities are too distinct and too far flung and the remainder of the fringe population too scattered for annexation ever to be a completely successful solution to the metropolitan problem." (Concerned as it is with a solution for a specific area, the report does not condemn annexation elsewhere.) It went on to recommend that the metropolitan area "should become a separate municipal region and that the communities of the area should, as elsewhere in Nova Scotia, unite for the administration of certain services of a metropolitan character"—thus retaining individuality and autonomy for all other purposes.

The metropolitan region, which would include Halifax, Dartmouth and a fringe area roughly ten miles from the city, would have a metropolitan council as its administrative body. The Council would have wide powers and responsibility, including the power to tax for all the services over which it had control. These, the report stated, should include community planning in its metropolitan aspects and low rental housing.

Low rental housing: The report recommended that low rental housing be made a responsibility of the proposed Metropolitan Council, with each municipality within the metropolitan area contributing to the cost of such projects on an equitable basis. The report mentioned that sites for most future low rental projects will likely lie in the fringe communities. Justification for the sharing of costs was, it continued, explained in a book, *Housing for Canadians*, by Humphrey Carver, which states that "there is clearly no justification for imposing a tax upon a particular group of citizens who happen to live in an area where low-income families can most conveniently be housed."

Community Planning: The report advised that the metropolitan council assume this responsibility and engage a qualified town planner to make recommendations and supervise work being done. Specifically, the report recommended Council jurisdiction over: (1) Land use generally, when its use by one municipality might prejudice the interest of another, (2) Co-ordination of housing standards and building codes, (3) Parks and recreation areas normally used by the residents of more than one district, (4) Bridges, (5) The approach to bridges and ferries, (6) Through traffic arteries, (7) Local transportation services serving more than one part of the area, (8) The industrial development of the region.

Concluding, the report says that when plans for any one part of the region conflicted with the metropolitan interests, the Metropolitan Council should have jurisdiction.

Sudbury Survey

Sudbury's elected representatives are now considering what action should be taken in the light of recommendations contained in a report prepared by planning consultants John Bland and Harold Spence-Sales. The McGill University professors were invited to do the survey during the summer by Sudbury City Council. Messrs. Bland and Spence-Sales previously had completed a similar study of Edmonton and the Alberta capital has since implemented many of the suggestions contained in that report.

In reviewing Sudbury's position, the report stated that gross density of population in the city, at 20 persons per acre, is greater than for any Canadian city of a similar order. Since little usable land remains, expansion appears inevitable, the report continued, and positive planning measures will require an extension of the city limits to outlying areas. The report therefore recommends: that a new planning area be set up; that the city be designated as the responsible authority for land subdivision within the District; that a Departmental Committee be created to ensure that all municipal activities be unified for planning purposes; that a Town Planning officer be appointed with an adequate budget (estimated at \$10,000), and that members of the Town Planning Commission, required under Ontario's Planning Act, be chosen so as to include those representative of societies and interests concerned with the public welfare.

With respect to suburbs, the report speaks of the predominant 'ribbon development' as something which is difficult to service and costly and states that while such development is menaced by road traffic, it in turn destroys the primary function of the road. The solution, the report concludes, is "to extend urban services to particular points in these areas, and from such points to facilitate development by planning and constructing the main system of roads, by providing sewer and water connections in advance of development, and by ensuring that some measure of amenity will be available."

Turning to the City itself, the planners observed that there was considerable "vacant, derelict and partially used land in and about the central area," and recommended examination of the present method of assessment. The connecting link between the C.P.R. and C.N.R. through the heart of the city should be removed, states the report. Also, the system of roads should be such that the main traffic routes continue to cross town streets, avoiding the central city—this by means of a ring road around the central area.

Public open space is often a problem in our cities and the Sudbury report recommends a standard there of 10 acres per thousand population, thus 500 acres would be needed in the immediate city. The proportion suggested is 20% for playlots, 40% playfield and neighbourhood recreational areas and 40% for general recreation and amenities. Land which might be suitable for this should not be sold, states the report, and a landscape architect should be engaged immediately to advise on the matter.

This is one move which must be made quickly if the City is to have any land left for open space use. Council action on the other questions raised in the study will have a significant effect on the future development of the City of Sudbury.

Press Digest

Delegates to the convention of the Union of Nova Scotia Municipalities heard of two important developments in municipal affairs. One was the creation of a municipal affairs portfolio in the provincial cabinet—the first Minister to be Hon. R. M. Fielding, M.L.A., a past president of the Union. The second, was the completion of a report on provincial-municipal relations prepared by the Nova Scotia Municipal Bureau. The report is now being studied by a committee of the Union prior to any action.

CHARLOTTETOWN—is tackling its traffic problem with vigour. Many central streets have been broadened, additional parking spaces provided, and an extensive survey of traffic lights is being made with a view to integrating the signals to provide for a faster flow of traffic.

Scholarship Announcement

The Department of Landscape Architecture, Graduate School of Design, Harvard University, is offering a scholarship with an income of \$600 to candidates who have received a Bachelor's degree or equivalent within the past four years. Students who are candidates for the degree in June '51 are also eligible.

Further information will be furnished upon request; all inquiries should be received before January 1, 1951, and should be addressed to:

The Chairman, Dept. of Landscape Architecture,
Robinson Hall, Harvard University,
Cambridge 38, Mass., U.S.A.

CPAC LOGBOOK

BRITISH COLUMBIA DIVISION

The Third Regional Conference sponsored by the B.C. Division was held November past in Vancouver. 250 delegates attended from all parts of the province and took part in discussions related chiefly to the problem of "Fringe Development." Among the guest speakers was Mr. Benjamin H. Kizer, Chairman of the Spokane City Planning Commission.

The Vancouver Branch also heard from Professor A. Peebles at one of their meetings. Mr. Peebles spoke on the topic "Arterial Highways." Members may have had the much discussed Vancouver-Squamish route in mind as they listened, or alternatively the proposed expressway to New Westminster.

The same branch has also been active on the local front. Members met with the West End Community Council and will consult City officials regarding the pollution of beaches.

As in Winnipeg, the question of "tot-lots"—playgrounds for pre-school children, has captured the imagination of several CPAC members. The Vancouver Branch intends to collect information about the operation of these playgrounds elsewhere on the continent and seek action based upon their findings.

MANITOBA DIVISION

The Division has mapped out a program designed to better acquaint the Manitoba public with questions related to community planning. An attractive folder depicting CPAC aims, and letters urging membership in the Association have been sent to some 400 people in the province. Copies of the promotional pamphlet on "How to Subdivide" have been forwarded to leading realtors in the area; the annual report of the Metropolitan Planning Commission (Winnipeg area) has been circulated to 126 citizens and postcards have been placed with 213 organizations offering to supply speakers upon request. Already two such speakers have addressed the B'nai Brith and Transcona Rate Payers Association. Another potentially valuable outlet for spreading information is Radio Station CKY in Winnipeg, which has agreed to provide a quarter-hour period weekly to the Association. The Manitoba Division also reports contacting the University of Manitoba with regard to courses in planning. Officers for the year are:

Chairman: C. L. Fisher
Vice-Chairman: Randolph Patton
Honorary Treasurer: E. Honeyman, K.C.
Secretary: Mrs. P. D. Egan
Executive Director: C. F. Greene
National Councillor: Eric Thrift
Executive Members: H. E. Beresford, Prof. H. A. Elarth, J. B. T. Hebert, Florence Henderson, Frances McKay and Prof. A. S. R. Tweedie.

ONTARIO DIVISION

The Executive of the Ontario Division and the Greater Toronto Branch co-operated with the National Capital Planning Committee to draw attention to the National Capital display which was shown in connection with the Canadian National Exhibition in Toronto. On September 14th, Branch members had an opportunity to see the display privately and were given a talk explaining various features of the Plan, which has been on tour across the Dominion.

A speaker provided by CPAC addressed the Centennial Community Association in Scarborough and seems to have had a favourable effect. The Association met later with the Scarborough Planning Board and helped in preparing a zoning by-law for the area.

The Ottawa Branch reports setting up a special committee to study the Gloucester Housing project in the capital's environs, with the object of examining it in relation to adequate physical planning, the meeting of housing needs, and the full possibilities as set forth in legislative form through the National and Provincial Housing Acts. The committee will report its findings to a full general meeting of the Branch, and copies of this useful survey will be available from the National Office on request.

QUEBEC DIVISION

A memorandum prepared by Dr. Emile Nadeau, Divisional Chairman, and with the support of the provincial Chamber of Commerce organization and the Union of Municipalities, has been presented to Premier Maurice Duplessis. The memo drew attention to the fact that 25,000 housing units are needed annually if the province is to provide shelter for new families. Such a volume, the memo continues, should be laid out in relation to the physical facts and needs of urban areas and a large part of it should be channelled to meet the needs of the lower income group in the province. This, the memo concludes, requires provincial action dealing with community planning and housing, either complementing Section 35 of NHA or in a form which would guarantee similar opportunities.

Elected officers for the Division are:

Chairman: Dr. Emile Nadeau
Vice-Chairman: C.-E. Campeau
Secretary-Treasurer: Jean Lamothe
National Councillor: André Duval
G. A. Golden and George Mooney of Montreal are members of the National Council.

NOVA SCOTIA DIVISION

Mr. W. E. Moseley, Deputy Minister of Municipal Affairs, told the annual meeting of the Division that Nova Scotia lagged behind other parts of Canada in community planning because (1) town planning is more difficult in an older province where original layouts were made years ago; (2) there remains little undeveloped land; (3) there is a lack of public interest, reflecting in part the smaller opportunities in the more mature parts of the nation.

Publications Noted . . .

A Guide to Zoning—for Small Towns

The zoning ordinances that will best serve the needs of the smaller city often cannot be patterned after those of the large ones. Here is a Guide written especially for the 10,000 or under city. It is addressed particularly to local planning and zoning commission members; city councils and other chief legislative bodies; building inspectors and members of boards of zoning appeal or adjustment. The Guide was prepared by the Southern Association of State Planning and Development Agencies, and directed to small cities in the southern U. S. A. It should prove useful to Canadian cities of a similar order. (a useful companion volume would be—Planning: Suggestions for Canadian Communities, Request National Office, \$1.25.)

Published by Southern Association of State Planning and Development Agencies, 25 pp., 50c, Limited Supply available from National Office 56 Lyon St., Ottawa.

Capital District Recreation Survey

This community survey was set up as a pilot experiment designed to help other Canadian communities develop appropriate methods for assessing their recreation resources and was directed by Professor Charles E. Hendry of the University of Toronto's School of Social Work. It is published in two reports. The first (\$2.00) is the complete one which includes charts, maps and tables. It describes the methods used in the survey process and discusses factors such as—community planning for recreation, neighbourhood and community centres, private agencies, finances, leadership and program facilities. The second report (\$1.00) is a summary of the survey covering background, findings and conclusions.

Published by the Capital District Recreation Planning Survey, 172 Wellington Street, Ottawa, 1950, \$2 or \$1.

Cities in Evolution by Patrick Geddes

This is a new edition of one of the classic texts on planning, first published some 30 years ago. Lewis Mumford, has this to say about it—"Patrick Geddes was undoubtedly one of the great seminal minds of his time. *Cities in Evolution*, in its present form, gives not merely the range and penetration of his mind but the vigour of his insurgent personality. The new edition of this classic work, with an able introduction and much new material, is not only a milestone of past achievement; it is a road sign toward the future."

Published by Williams & Norgate Ltd., London 1950, 241 pp., Canadian distributor, Thomas Nelson and Sons (Canada Ltd.), 91 Wellington St. W., Toronto, Ontario.

CPAC Logbook

Mr. Moseley also commented upon assistance given or available to Nova Scotia municipalities through the Provincial Government. He said that a booklet issued in 1944 explaining surveys, procedure to be followed and legislation with a section detailing a zoning by-law had been found useful. In 1946 the Department began a policy of hiring a planning consultant on the request of a municipality. The consultant delivers a preliminary report and the Department pays 50% cost of his services. From that point the responsibility is local. The Deputy Minister said the Department would pay half the cost of an aerial photographic survey of a municipality, would develop the photos into a mosaic and supply a copy to the municipality at cost.

Mayor Kinley of Halifax, who has given his official support to the idea of low rental housing for the city, reported on housing conditions in Halifax to the members. (See Halifax.)

Housing Manual 1949

The British Ministry of Health has, in this publication, offered some further advice based upon experience in post war house-building. The Manual directs attention to the layout of houses in both town and country; the siting and design of individual dwellings, the proper grouping of buildings in relation to each other, the neighbouring area, and the landscape. It deals also with standards of accommodation. In discussing Housing and Site Planning, the Manual covers three forms of development: (1) the infilling of existing sporadic development; (2) large and small extensions to existing built-up areas, and (3) redevelopment areas. The Manual contains a liberal collection of photos and site plans.

Published by the British Ministry of Health. Available through Divisional Offices and National Office, 90c.

Selecting a Neighbourhood

This is a 19-page booklet of special interest to the prospective home-owner. Its purpose is "to provide a guide in selecting a neighbourhood which offers the greatest opportunities for home planning, reduced costs, a protected investment and welfare of the family."

Published by Central Mortgage and Housing Corporation, Ottawa, 1950, 19 pp., Free.

This Land of Ours

This is an attractive 30-page picture pamphlet designed to familiarize the urban dweller with the importance of nature's four basic elements—soil, plant life, animal life and water. The point which is made is obvious enough but often forgotten, namely that altering one of these constituents changes the condition of the other three. Since man is constantly doing this, the problem becomes one of a wise alteration so that we get maximum use of our natural resources. Soil erosion, flooding and a misuse of forest wealth are shown as examples of natural and man-made changes which must be properly controlled in order to enrich us over a long term period of time. Written for the city person, the pamphlet has large photos with explanatory text and is excellent introductory material suitable particularly for schools and civic groups.

Published by Public Affairs Committee, Inc., 22 East 38th Street, New York 16, N.Y. Single copies, 30c, larger quantities on discount.

Pocket Books on Planning

The following is a list of moderately priced material, available to Members and others.

National Office

Town and Country Planning—F. J. Osborn; a reader's guide, National Office—25c.

Symposium—The Council for Planning Action, Boston, presents a critical review of planning principles, distinguished contributors, National Office—35c.

Yours Stake in Community Planning—a summary of the problems of new residential planning, National Office—35c.

Why Town Planning?—Current Affairs Bulletin, Sydney, Australia, discussion of first principles, National Office—10c.

Publisher's Agent

Community Planning in a Democracy—a teacher's aid, examples of planning problems in Syracuse, N.Y., National Council for Social Studies, 1201 Sixteenth Street, N. W., Washington 6, D.C.—50c.

An Introduction to Planning—G. Bell Barker; principles of planning, community facilities, etc., Percival Marshall and Co. Ltd., London, Eng.—70c.

Planning Cities for To-day and To-morrow—Fred A. Crane, an introduction to the problems of city growth, 47 pp., Canadian distributors, Copp Clark Co. Ltd., Toronto—45c.

Town and Country Planning—Patrick Abercrombie; historical background and the current problems in Britain, well written and requires serious study, Oxford University Press, Toronto.

Town Planning—Thomas Sharp; a Pelican book, comprehensive work by a well-known British planning consultant, 116 pp., published by Penguin Books, England—35c.

The Ottawa Branch Report

—on the Gloucester Housing Project

The Ottawa Branch of CPAC has completed a study of the City's new land assembly scheme in Gloucester Ward. The project is similar to others agreed upon by several Ontario municipalities (see page 3). The Branch came to the following conclusions:

- (1) The Gloucester housing proposals are to be welcomed as a first step toward meeting a serious need.
- (2) These proposals would seem to offer a solution to some of those who:
 - (a) have an income in the neighbourhood of \$200 per month.
 - (b) have sufficient savings to meet an initial outlay of at least \$2,400.
- (3) These proposals would not seem to:
 - (a) provide *low cost* housing, in that about 65% of Ottawa wage earners would be unable to take advantage of them;
 - (b) release an equal amount of lower cost housing.
- (4) In addition to the 200 acres of proposed housing it is estimated that normal city growth, *within the next two years*, calls for a total of 800 acres of housing development.
- (5) To meet the immediate problem of slum clearance the Commissioner of Social Services stated (in 1947) that 4,000 substandard dwellings should be replaced. Since no slum clearance has been done, the need for these units can only have increased.
- (6) In line with current projects in other Canadian cities, Ottawa should take advantage of all the Federal-Provincial proposals and arrange for construction of rental housing for the low income

groups—homes which will rent for no more than \$25-\$30 per month. *This is now legislatively and financially possible and at a minimum cost to the municipality.*

- (7) City Council should demand the establishment of a planning authority whose sole responsibility would be to act as a continuing technical and advisory body to the City and who would be concerned with City planning both from a short and long term point of view.

The findings in respect to points 2 and 3 are based upon two complementary facts. On the one hand, while average income of Ottawa's income tax payers (1948 figures) was \$2484 per annum, some 68% of these taxpayers earned less than that average. Coupled with CMHC policy that loans to home purchasers are not approved if the borrower has to pay more than 23% of his income for shelter, it is reasonable to conclude that at least 65% of the population of Ottawa could not manage to purchase a home under the scheme. A further limiting factor is that the prospective buyer would need \$2400 in ready cash, estimating down payment at \$1900 and house equipment at \$500.

The memo also casts doubt upon the assumption that the new homes will release a similar number of units elsewhere. This, says the report, neglects the fact that many families are "doubled up." Substandard dwellings (see point 5) and new family formation are additional considerations.

The Ottawa Branch study shows also that the Gloucester project represents roughly one quarter of what will be needed, before December 1952 and asks "what are the plans for the other three quarters?" It is a pertinent question.

Copies of this brief and useful report are now available through *Divisional* offices and from the National Office upon request.

CPAC Newsletter